

SYRACUSE CITY PARK PURCHASE - IMPACT FEE UPDATE



CAPITAL FACILITY PLAN

DRAFT

February 2009



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SYRACUSE CITY

PARK PURCHASE

CAPITAL FACILITY PLAN

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February 2009

ACKNOWLEDGMENTS

Successful completion of this study was made possible by the cooperation and assistance of the Syracuse City Staff, as shown below. We sincerely appreciate the cooperation and assistance provided by these individuals.

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TABLE OF CONTENTS

	PAGE
Acknowledgments	i
Table of Contents.....	ii
List of Tables	iii
List of Figures	iii
Executive Summary	1
Introduction.....	2
Impact Fee	2
Demographics	3
Topography	4
History.....	4
Recent Population	4
Planning Period	5
Planning Area	5
Population Growth Projections	7
Park Types	9
Level of Service	16
Existing System Buy-In	17
Resources	
Appendix	

LIST OF TABLES

NO.	TITLE	PAGE
1	Historical Population Growth, 2001 to 2007	5
2	Projected Population, 2010 to 2030	7
3	Projected Populations 2007 to 2030	7
4	Recommended Storm Drain Piping Improvements	20
5	Recommended Storm Drain Detention Improvements.....	21
6	Prioritization of Capital Improvements	24
7	Total Improvement Costs.....	25

LIST OF FIGURES

NO.	TITLE	PAGE
1	Future Development Areas	6
2	Population Projection.....	8
3	Existing System	10
4	Future Drainage Basin Areas	14
5	Required Capital Facility Improvements	22

SYRACUSE CITY

PARK PURCHASE IMPROVEMENTS

EXECUTIVE SUMMARY

The estimated growth within the City in the next 22 years from 2008 through 2030 will result in the development of approximately 2,092 acres to build out, of which 1,488 acres is residential. A new level of service of 7.2 acres per 1,000 residents is required for the City. With the new level of service, the City will need to provide an additional **thirty five (35)** acres of land. The City has purchased surplus land for parks and will have a buy-in portion component of the impact fee. The buy-in portion that is to be paid back is **\$243,665**.

SYRACUSE CITY

PARK PURCHASE IMPROVEMENTS CAPITAL FACILITY PLAN

INTRODUCTION

The purpose of this report is to provide a Capital Facility Plan for the City of Syracuse to update the City's Parks and Recreation Impact Fees to meet the cost of improvements required due to future growth within the City. This plan consists of the following: first, a projection of growth that will occur during the planning period; second, an analysis of current and future parks and recreation system; and third, a determination of the additional parks and recreation facilities that will be required. The Capital Facility Plan will conclude with a calculation of the costs to purchase the land for the proposed facilities. These costs are then used in the subsequent Impact Fee Determination Report to calculate the impact fee required to pay for the cost of said facilities.

The improvements presented in this report are required to provide a consistent Level of Service for future development. The Capital Facility Improvements presented in this report are required only for future growth and do not include improvements to the system for the existing population.

IMPACT FEE

Syracuse City's parks and recreation impact fees are to be established in a manner consistent with Utah statutory guidelines and are intended to finance the improvements identified in the City's Parks and Recreation Facility Plan. An impact fee within the State of Utah is defined as:

“A one-time charge on new development for the purpose of raising revenue for new or expanded public facilities necessitated by that development.”

The Utah State Legislature established Senate Bill 4, effective July 1, 1995 concerning the methodology to be used in constructing impact fees. The Bill embodied in Title 11, Chapter 35 of the Utah Code, solidified local government's authority to impose impact fees in their jurisdictions by regulating those fees within their individual boundaries. However, it also mandates procedural requirements for local governments to follow when establishing and collecting an impact fee.

The purpose of an impact fee is to equitably apportion the cost of constructing capital facilities required by new development, so that existing customers (residences) are not caused to subsidize the construction of the new infrastructure. The methodology is also intended to avoid

overcharging new development, a situation which would result if there was a subsidy of existing customers. The impact fee may consider the cost of existing facilities which provide needed capacity for growth, as well as the cost of new expansion projects to accommodate that growth. This one-time charge is imposed on new development as a condition of service. The fees collected may only be applied within the system for which they are intended (e.g. Storm Drain impact fees cannot fund Culinary Water or Street improvement projects). Not only can the fee fund new improvements to a system, but it can also be charged to recover system improvement costs previously incurred by the City for the benefit of future development for which the City has not previously received compensation from any other individual, group, or Government Agency. This is consistent with the statute in that new development benefits from already-existing capacity paid for by the City. The impact fee calculation must consider several factors:

1. The expected future demand on the system and the requirements that Syracuse's facilities, existing and planned, must meet;
2. The value of Syracuse's existing facilities from which new development benefits;
3. The cost of improving those facilities to increase capacity for development whose demand will exceed the limits of existing facilities; and
4. Any contributions that existing customers and new development have already paid toward the construction and/or improvement of existing and planned facilities.

This analysis has taken into account the statutory guidelines for developing a funding mechanism that supports Syracuse's growth. The study results in an equitable impact fee on future development to pay for the improvements necessary to handle their increased demand on the existing facilities and that will require Syracuse to expand facilities in order to meet its future need.

DEMOGRAPHICS

Syracuse City is a community of approximately 25,200 people, based on a study completed for the *Wasatch Front Regional Council*, and a study completed for the *Syracuse City Secondary Water Impact fee Analysis*, completed by Lewis Young and Associates, 2006. The City is located directly on the shore of the Great Salt Lake in Davis County, Utah. Syracuse is bordered on the East by Clearfield City and Layton City, on the south by the Great Salt Lake and on the north by West Point City.

TOPOGRAPHY

As stated above, Syracuse City is located near the eastern shore of the Great Salt Lake. The topography within the City limits of Syracuse City is relatively level and sloping in a southwesterly direction towards the Great Salt Lake. Ground elevation varies approximately 205 feet from an elevation of 4,415 in the northeast corner of the City to an elevation of 4,210 in the southwest. Much of the elevation change is along a bluff that runs northwesterly through the middle of the City along Bluff Road. Slopes are generally greater to the north and east of the Bluff. Land to the south and west of the Bluff is extremely flat.

HISTORY

Settlement of Syracuse began in the late 1800's after the construction of a beach resort on the Great Salt Lake. Farms were homesteaded and a grid of rural roads was constructed to provide access to the farms. Syracuse remained a rural farming community until the 1980's when rural growth of the neighboring communities of Layton and Clearfield spread westward into the City. In the 1990's growth within the City has accelerated and the limits of the City have expanded to include additional previously unincorporated land. Recent growth within the City has been at over ten percent (10%) annually for several years.

Up until the 1980's, the City was primarily a rural community with few City owned park and recreational facilities. Because of population growth in the 1980's and 1990's, the City is changing from a rural landscape to an urban community. The City anticipated the need for a change and completed a Parks and Recreation Plan in 2001. This Master Plan set the precedent for land acquisition and basic development. The plan also established a basic level of service that there exist 6.0 acres of city lands designated as parks or other open space per 1,000 population.

Continued rapid growth within the City as well as a desire among residents to set a level of service for amenities within the parks has precipitated the need to perform a more detailed analysis of the City's Park and Recreation System to determine the additional improvements required to adequately meet the existing and anticipated level of service expectations.

RECENT POPULATION

In recent years the population of Syracuse has grown substantially from 6,296 people in 1996 to 12,498 people by the end of 2001 to a population of approximately 25,205 at the end of 2008. The population has increased by almost four times in the last ten years. The 2007 Census three year estimate states that there is an average population of 3.85 people per household. The Census also showed that there were a total of 5,012 housing units, showing that there was an occupancy rate of 92.84%.

Table 1 below shows the estimated population and average number of residences for each year from 2001 to 2007. Table 1 also shows the annual population and percent increase for each year,

the total population and percent increase, and the average annual population and percent from 2001 to 2007. The population has increased by almost four times in the last ten years.

TABLE 1
Historical Population Growth, 2001 to 2006

Item	2001	2002	2003	2004	2005	2006	2007	Growth	Average
Residential Units	3,075	3,627	4,204	4,669	5,152	5,819	6,095		
Population	12,018	14,638	17,258	19,878	22,000	23,068	24,136		
Residential Units Increase		552	577	465	483	667	276	3,020	503
Pop. Increase		2,620	2,620	2,620	2,122	1,068	1,068	12,118	2,020
% Increase	27.88%	21.80%	17.90%	15.18%	10.68%	4.85%	4.63%	100.83%	4.63%

Note: Connections at end of year, from City records. Population estimated.

PLANNING PERIOD

This report uses a planning period from 2008 to 2030. Development is expected to continue in Syracuse as there is available land and as the City annexes smaller pieces of property around the City. It is expected that the City will reach full build-out by the year 2030. By this time all facilities will be in place and there will be negligible new growth.

PLANNING AREA

Syracuse has a significant amount of developable land to sustain substantial growth for many years to come. Currently, approximately 2,092 acres out of a total of 5,979 total acres within the City limits, or 34%, are still developable. In addition to the undeveloped land within the City, there is approximately 594 acres of undeveloped County land adjacent to the City that is not considered as part of this study. If the county land is developed, these areas will be annexed into the City and benefit from City improvements and utilities such as the parks and recreation system. As land is annexed, the parks and recreation master plan and capitol facility plans will need to be updated. The location and quantity of undeveloped land within and around Syracuse is shown in Figure 1.

Figure 1 separates the undeveloped land by the Master Planned zoning classifications. Figure 1 also shows that some of this land is zoned for commercial and industrial use. Approximately 29 percent of the developable area is planned to be commercial/industrial, and 71 percent will be residential uses. Using the standard dwelling densities for each zone, the 1,488 acres of developable residential land and the approved lots which do not have connections yet will support the construction of 4,315 additional structures.

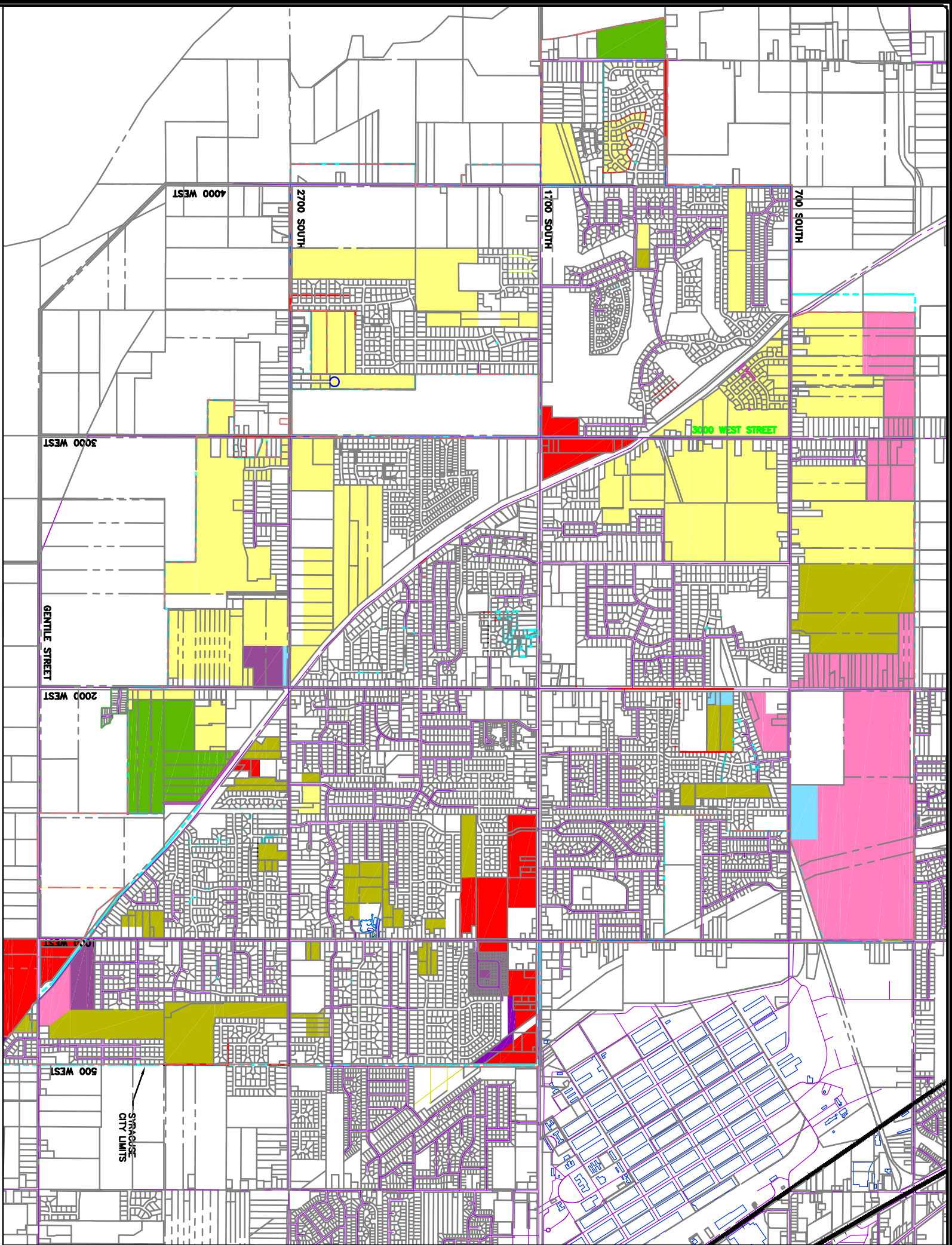
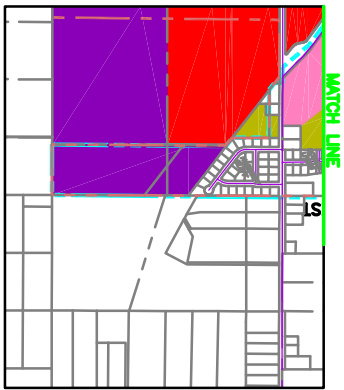


FIGURE 1
SYRACUSE CITY
FUTURE DEVELOPMENT AREAS.



SCALE: 1" = 1000'

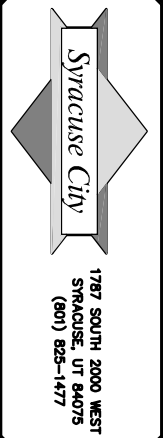
- A-1 AGRICULTURE
111.06 ACRES
- R-1 (2.90 DWELLINGS PER NET ACRE)
956.34 ACRES
- R-2 (3.79 DWELLINGS PER NET ACRE)
293.44 ACRES
- P-1 (8.0 DWELLINGS PER NET ACRE)
48.20 ACRES
- PROFESSIONAL OFFICE
20.65 ACRES
- C-1 COMMERCIAL 1
163.20 ACRES
- C-2 COMMERCIAL 2
366.32 ACRES
- I-1 INDUSTRIAL
91.58 ACRES



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0 1" = 1000'
BAR SCALE MEASURES
SHOWN ON A FULL SIZE
DRAWING. THIS SCALE
APPLIES TO ALL SHEETS
A HALF SIZE SHEET.

REVISION			
NO	DATE	REV. BY	ISSUE



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FIGURE 1
FUTURE DEVELOPMENT AREAS
REQUIRED CAPITAL FACILITY IMPROVEMENTS 2008

DESIGNER	CAD
DIO	DKD
REVIEWED	PROJECT NO
06-SY-220	
SHEET	
1 of 1	

POPULATION GROWTH PROJECTIONS

The Wasatch Front Regional Council (WFRC) projects population growth for municipalities along the Wasatch Front, including Syracuse City. The WFRC has projected Syracuse City to be one of the fastest growing Cities in Davis County over the next ten (10) to twenty (20) years. A population projection completed for the *Syracuse City Secondary Water Impact Fee Analysis*, Lewis Young and Associates, 2006, shows continued rapid growth for the next three (3) to twelve (12) years, after which the City growth rate will slow. For planning purposes the two studies mentioned above will be used for this study purpose. Due to recent changes in the economy, growth is anticipated to be at a minimum for the next year. After that it is expected to increase slightly but remain at a lower, constant growth rate.

TABLE 2
Projected Population, 2010 to 2030

Item	2010	2015	2020	2025	2030
Population	25,967	30,389	35,229	38,896	40,880
Growth Rate	1.5%	4%	3%	2%	1%

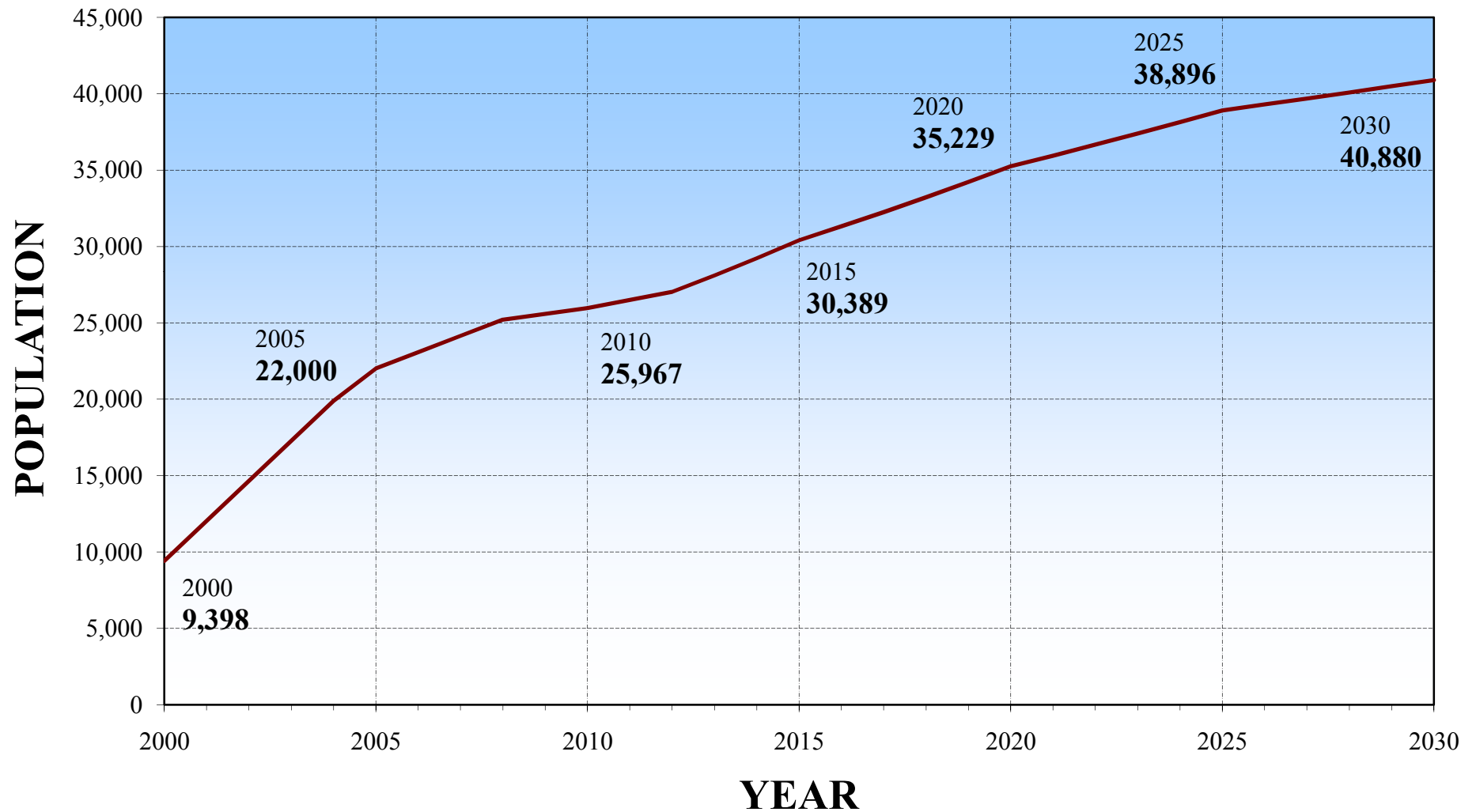
The population is expected to continue to grow at a rate of one and a half percent (1.5%) to two percent (2%) for the next three years from 2009 to 2012. During 2012 to 2015 and 2016 to 2020, the growth is expected to increase to a rate of four percent (4%) and three percent (3%) respectively. A rate of two percent (2%) is assumed from the year 2021 through 2025 and thereafter a rate of one percent (1%) is used.

Table 3 below shows the projected household and population growth used in this plan. The City's population growth from 2000 to present and the projected growth through 2030 are also shown in Figure 2. According to these projections, approximately 4,315 new residential structures will be built during the planning period.

TABLE 3
Projected Population, 2008 to 2030

Item	2008	2009	2010	2011	2012	2013	2014	2015	2020	2025	2030
Growth Rate	1.5%	1.5%	1.5%	2%	2%	4%	4%	4%	3%	2%	1%
New Connections	276	97	99	134	137	279	290	301	1,247	945	511
Connections	6,496	6,594	6,692	6,826	6,963	7,241	7,531	7,832	9,080	10,025	10,536
Population	25,205	25,583	25,967	26,486	27,016	28,097	29,220	30,389	35,229	38,896	40,880

**FIGURE 2 - SYRACUSE CITY'S
HISTORICAL AND PROJECTED POPULATION**



PARK TYPES

Syracuse City currently owns 262 acres of park land. Of this, 171 acres have been developed. From the Park Development Capital Facility Plan, a minimum level of service was established that determined the number of parks. At the current park development dedication of 6.0 acres per 1,000 residents that level of service cannot be provided. There is a shortage of baseball fields and open fields. To obtain the desired level of service, an additional 35 acres of land will be required. This raises the park dedication requirement to 7.2 acres per 1,000 residents. With a current population of 25,205 residents and a park land requirement of 7.2 acres per 1,000 persons, the current requirements are that the City provides 183 acres of land. At the time that Syracuse reaches build out capacity, the population is expected to be 40,880. This will require a developed park system of 297 acres as shown in Table 4 below.

TABLE 4
Required Park Land

	Existing Conditions	Future Conditions
Population	25,205	40,880
Required Park Land (acres)	183	297
Developed Park Land (acres)	171	171
Deficit [-] / Surplus [+]	-12	-126

Syracuse City has reviewed national and current practice standards to establish the type of parks to be located within the City. As mentioned above, there are several different types of parks which are located in a community. These parks include pocket-parks, neighborhood parks, community parks, sport parks, trail systems and other dedicated open areas in the City. Table 5 shows the types of parks in the City and Figure 3 shows the location of the existing developed parks. A brief description of each of these parks follows.

Neighborhood Open Space

Neighborhood open spaces are designed to be small (less than 2 acres) open grassy areas within neighborhoods that do not have easy access to larger parks. These parks consist simply of a grassy area. There are no restrooms, playgrounds, or parking areas associated with these spaces. Often these areas can also serve as detention basins for subdivision storm water systems.

Pocket Park

Pocket parks are similar in size to neighborhood open spaces (less than 2 acres) but contain a small playground, tables, etc.

Neighborhood Park

Neighborhood parks are larger than pocket parks, typically 5 to 10 acres. The purpose of neighborhood parks is to serve the neighborhood recreational needs such as informal activities and passive recreation.

Community Park

Community Parks are typically larger than Neighborhood parks, 10 to 50 acres. Generally community parks will serve two or more neighborhoods. Community parks are sometimes used to preserve unique or historic areas and provide open space. These parks may contain a small number of formal sporting facilities.

Natural Resource Areas

Bluff trail- not included as “improved” space

Sports Complex

Sport complex parks are typically large open space areas, 50 acres or greater. These parks are designed to serve a large portion of the community and host the majority of formal sporting events.

Each park has its own use and serves a different purpose. The smaller parks serve smaller populations and are therefore typically a lower percentage of the overall parks within a system. Sports parks, community parks and neighborhood parks are larger to accommodate larger populations and it is standard to have a higher quantity of these parks.

TABLE 5
Existing Park Type

Park	Area	Open Space	< 5 Ac Pocket Park	5-10 Ac Neighborhood	10-50 Ac Community	Other	40-120 Ac Sports
Bluff Ridge	5.40	-	-	5.40	-	-	-
Canterbury	4.70	-	4.70	-	-	-	-
Canterbury North	2.20	-	2.20	-	-	-	-
Centennial	7.90	-	-	7.90	-	-	-
Founders	16.10	-	-	-	16.10	-	-
Fremont	30.30	-	-	-	30.30	-	-
Harvest Point	3.14	-	3.14	-	-	-	-
Jensen	22.48	-	-	-	22.48	-	-
Legacy	7.20	-	-	7.20	-	-	-
Linda Vista	6.20	-	-	6.20	-	-	-
Ranchetts	4.30	-	4.30	-	-	-	-
Rock Creek	7.50	-	-	7.50	-	-	-
Rodeo Grounds	6.63	-	-		-	6.63	-
Stoker	4.60	-	4.60	-	-	-	-
Trailside	6.20	-	-	6.20	-	-	-
Open Spaces (Detention Basins)	31.06	31.06					
Bluff Trail	5.29					5.29	
Total	171.20	31.06	18.94	40.40	68.88	11.92	-
% of Total	100%	18%	11%	24%	40%	7%	0%

*Open space includes detention basins with more than 0.5AF of storage



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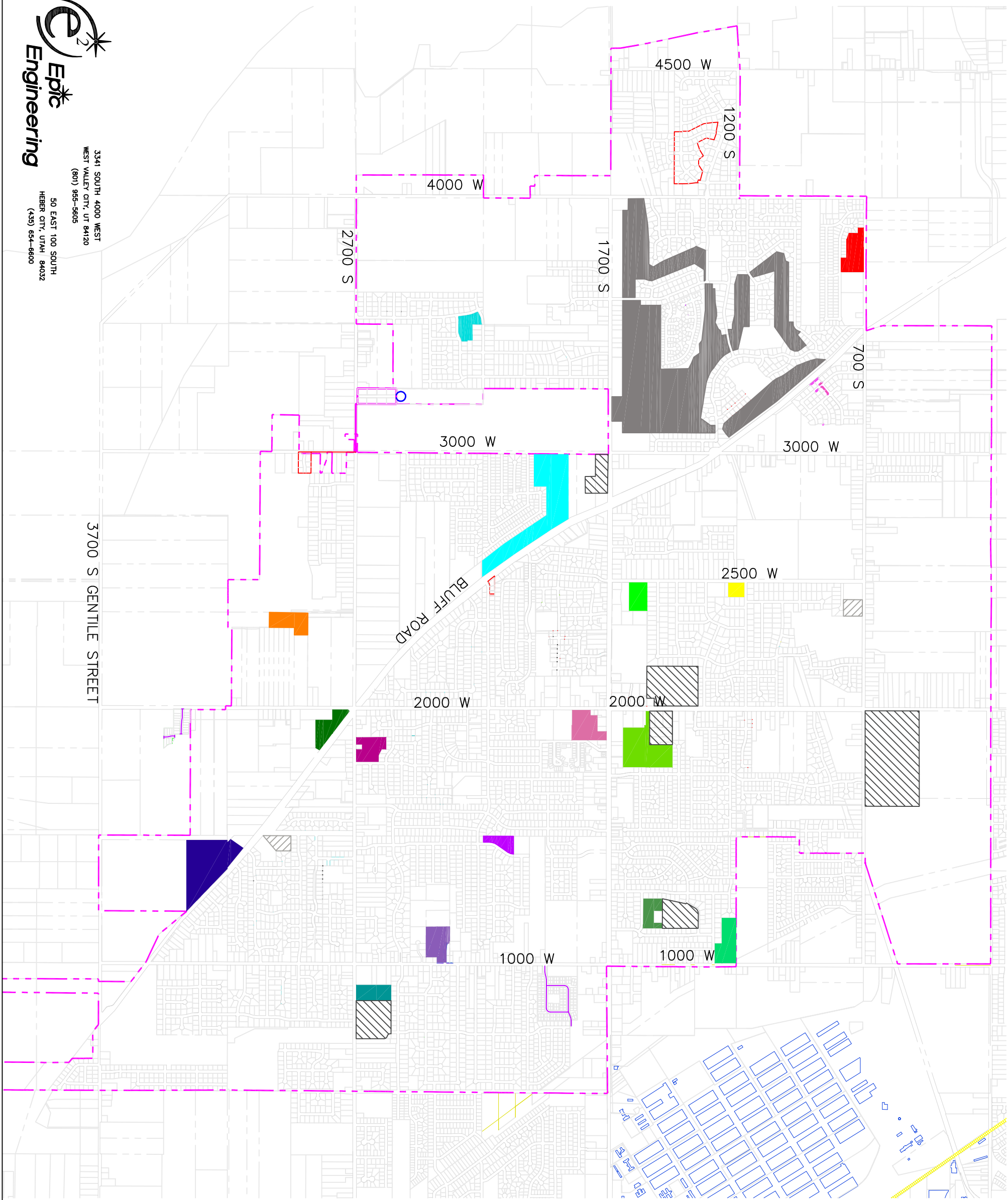


FIGURE 3

EXISTING PARKS MAP



SCALE: 1" = 1000'

PARK LOCATIONS:

- ROCK CREEK PARK
7.5 ACRES
- LEGACY PARK
7.2 ACRES
- RANCHETTS PARK
4.3 ACRES
- FREEMONT PARK
30.3 ACRES
- CANTERBURY NORTH PARK
2.2 ACRES
- CANTERBURY PARK
4.7 ACRES
- FOUNDERS PARK
16.1 ACRES
- CENTENIAL PARK
7.9 ACRES
- TRAILSIDE PARK
6.2 ACRES
- LINDA VISTA PARK
6.2 ACRES
- STOKER PARK
4.6 ACRES
- SYRACUSE CITY CEMETERY
7.7 ACRES
- BLUFF RIDGE PARK
5.4 ACRES
- JENSEN PARK
22.48 ACRES
- HARVEST POINT PARK
3.14 ACRES
- RODEO GROUNDS
6.63 ACRES
- SCHOOL PROPERTIES
106.50 ACRES
- PRIVATE GOLF COURSES
169.97 ACRES
- CHURCH PROPERTY BALL FIELDS
6.63 ACRES



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Future Expansion of Park Systems

The projected population growth within the City of Syracuse will result in a need to provide an increase in the Sports Complexes and Community type parks available to its residents. City Staff has reviewed the type of parks that are located in the City and has planned for the addition of several large sports parks. These plans will accommodate future population growth providing community parks and sports complexes that will make up the higher percentage of the overall park land available to the entire community. The projected park sites, park types and overall park conditions are shown below in Table 6, Table 7 and Figure 4. The City at this time does not own the land for the planned park area at 2500 West. This land will need to be purchased to provide the facilities required at this site.

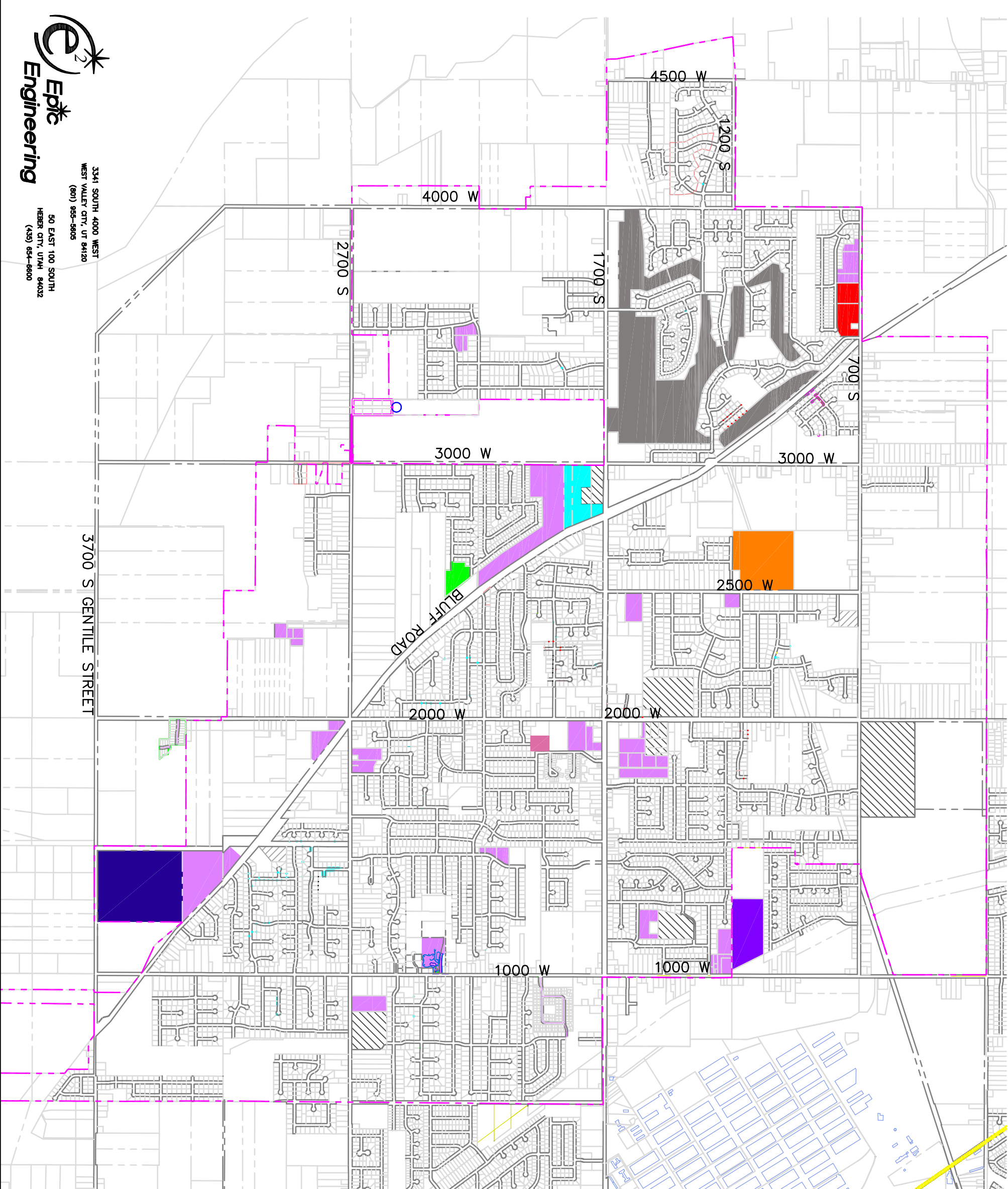
TABLE 6
Existing Park Uses

	2008 Existing Facilities	Planned Facilities	2030 Recommended	Location
Ball Diamonds	4	12	16	Rock Creek, Jensen, 2500 West
Soccer/Football Fields	3	5	8	Fremont
Multi-use Fields	4	4	8	2500 West, Jensen
Informal Ball Fields	4	0	4	
Tennis Courts	6	2	8	Jensen or 2500 West
Basketball Courts	4	4	8	Jensen or 2500 West
Volleyball	8	0	8	Centennial

TABLE 7
Future Park Type – Established Level of Service

Park	Area	Open Space	< 5 Ac Pocket Park	5-10 Ac Neighborhood	10-50 Ac Community	Other	40-120 Ac Sports
2500 West (Land Req.)	34.71				34.71		
Bluff Ridge	5.40			5.40			
Canterbury	4.70		4.70				
Canterbury North	2.20		2.20				
Centennial	10.60				10.60		
Founders	16.10				16.10		
Fremont	44.20				13.90		30.30
Harvest Point	3.14		3.14				
Jensen	82.28				22.48		59.80
Legacy	7.20			7.20			
Linda Vista	6.20			6.20			
Outwest	5.45			5.45			
Ranchetts	4.30		4.30				
Rock Creek	18.70				18.70		
Rodeo Grounds	6.63					6.63	
Stoker	4.60		4.60				
Trailside	6.20			6.20			
Open Spaces	31.06	31.06					
Bluff Trail	5.29					5.29	
Total	298.96	31.06	18.94	30.45	116.49	11.92	90.10
% of Total	100%	10%	6%	10%	39%	4%	30%

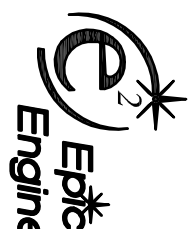
FIGURE 4
NEW PARK MAP



- CENTENNIAL PARK
2.7 ACRES
- ROCK CREEK PARK
11.2 ACRES
- FREEMONT PARK
13.9 ACRES
- JENSEN PARK
59.8 ACRES
- 2500 WEST PARK
34.71 ACRES
- OUTWEST PARK
5.45 ACRES
- FUTURE CEMETARY
19.64 ACRES
- EXISTING PARK
141.39 ACRES
- SCHOOL PROPERTIES
106.50 ACRES
- PRIVATE GOLF COURSE
169.97 ACRES
- CHURCH PROPERTY BALL FIELD
6.23 ACRES



SCALE: 1" = 1000'



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LEVEL OF SERVICE

During the preparation of this study, a list of amenities and a review of desired facilities were established. Based on the required facilities and the proposed planning of future sports complexes, it was determined that there was not sufficient land for the desired facilities. In order to provide the number of facilities per the standards the City has listed, the level of service needs to be adjusted to meet those needs. At this time, the City has looked at additional property to purchase for the construction of a softball field sports complex. This site contains 35 acres. With the addition of this property, there would be sufficient land available for all facilities desired. By adding this acreage to the existing 262 acres, it brings a total acreage to 297 acres. The new level of service is calculated as follows:

Required land for sports amenities at build out: 297 acres

Projected Population at build out: 40,880

Required park land dedication per 1,000 residency population: $\frac{297}{40,880} * 1,000 = 7.26$

This new level of service is **7.2 acres** of parks per 1,000 residency population.

This level of service was established based on the type of amenities required and the amount of land that is needed for these facilities. This new land use requirement will provide sufficient land space to develop the parks required for future use. These parks include mini-parks, neighborhood parks, community parks, sport parks, trail systems and other dedicated open areas in the City. The 7.2 acres per 1,000 persons will allow for the desired sport and community parks within the City. The land requirements and future conditions are shown in Table 8.

TABLE 8
Required Park Land

	Existing Conditions	Future Conditions
Population	25,205	40,880
Required Park Land (acres)	183	297
Purchased Park Land (acres)	262	262
Deficit [-] / Surplus [+]	79	-35

As the required land value to be dedicated is based upon a population and not an area, the new land required to be dedicated to the City by new residential developments was calculated based upon future development areas and its associated zoning. The City needs to acquire 35 acres of land to meet the projected build-out population. This land requirement is distributed according to the zoning of the land.

EXISTING SYSTEM BUY-IN

Syracuse City has purchased more land than is currently required. This has been done knowing that current land values are lower now than what they will be in the future. Funds were borrowed from other accounts in the City and are being paid back as new development occurs within the City. The park impact fee has been established based upon a population. The debt that the City has incurred on the purchase of park land is \$243,664.81. Therefore, as development occurs, the Developers are required to pay their portion of the debt based on the density of the land being developed.

RESOURCES

1. **Syracuse General Plan**, *Syracuse City General Plan Committee*, 2006.
2. **Syracuse Storm Drain Impact Fee Written Analysis**, *Epic Engineering*, March 2002
3. **Syracuse City Storm Water Management Analysis**, *Horrocks Engineers*, September 1996.
4. **Secondary Water Distribution System, Impact Fee Analysis**, *Lewis, Young, Robertson & Burningham, Inc*, May 2006.
5. **Utah Impact Fees Act, Title 11, Chapter 35, Sections 1-5**, *Utah State Legislature*, July 1995.
6. **Park, Recreation, open space and greenway gridlines**, James D. Mertes, Ph.D., CLP and James R. Hall, CLP, December 1995

APPENDIX